

CANADIAN

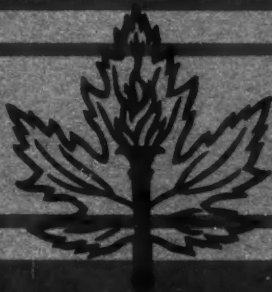
# Welfare

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**The Canadian Welfare Council**

Was founded in Ottawa, in 1929, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Dominion Department of Health.

OBJECT

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

METHODS

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

MEMBERSHIP

The membership falls into two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their programme, articles of incorporation, or other statement of incorporation.

- (2) Individual membership shall be open to any individual interested in or engaged in welfare work, upon payment of the fee, whether that individual is or was, under any government in Canada, or not.

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## *Canadian Social Work - An Entity*

THE ninth Biennial Conference on Social Work has come and gone, and has left a very definite impression upon those who attended. As one looks back on the five days spent in conference and consultation in Winnipeg, two things stand out. Canadian social work has grown up. Although we still have a very long way to go before attaining the goals towards which we are striving, nonetheless there has been achieved a consciousness of our place in the national scheme. Social work has, as it were, developed a personality and a competence, and has become part of the warp and woof of our community life. Governments on all three levels are including the social services as an integral part of their programs in the interest of good community standards and citizenship, and a most encouraging and constructive integration of public and private welfare services is emerging.

The very excellent newspaper and radio coverage given to the sessions of the Conference by the Winnipeg press and stations is an indication that in the minds of those who provide information for the public, social work and what social workers think and do is news.

The second aspect which seemed to be most apparent was that, perhaps for the first time, there was realized a sense of Canadian unity in the welfare field. Probably the most representative of any social work conference thus far held in Canada, delegates came, not in their ones and twos, but in their dozens from the various provinces. As the discussions developed, and in the small person-to-person conferences which are so valuable, the impression was borne in upon everyone that we do not now have an Atlantic or Pacific Coast problem, a Prairie problem, a French-speaking problem, each with its own method of consideration and treatment; our problems are Canadian, and although it is inherent in social work for the methods of dealing with social need to be geared to meet the individual situation, yet there is emerging an over-all Canadian way—the development of services of social security and the enlistment of private endeavour which should in time provide for Canadians opportunity to make their fullest contribution to the national well-being.

It is perhaps significant that this new consciousness should become apparent in Winnipeg, situated as it is in the very heart of Canada. Converging from east to west to that central point, lay and professional, public and private representatives of the recognized services, and of those in related fields, sat down and reasoned together in a manner which bodes well for the future of Canadian social work.

\* \* \*

*In order to include news of the Canadian Conference on Social Work, the publication of this issue of WELFARE has been delayed.*

## Volunteer Leadership and Responsibility

“NOT TO give up to the limit of capacity is a kind of hoarding. When this war is won, and our men come marching home to us, they are entitled to feel they are coming back to a homeland that is worthy of them. No woman worth her salt, much less her sons, wants to feel apologetic to them on that day, or to herself, or to her country.”

Those words were written by an American novelist, but they will echo in the heart of every Canadian woman who reads them, and as they read them, hundreds, thousands, can know that they are giving to the limit of their capacity, that they have no need for apology.

There are women in our armed forces who are doing a valiant service, there are women in industry who are taking their place in the production line needed to maintain our army, and there are the women who are still in their own homes looking after their own families. But many of them are “in the army”, too. They are in the ever-growing army of volunteers which is holding the home front line, which is determined that this Canada to which our men will be returning, will indeed be worthy of them.

If women are to be able to take their place in this vast undertaking, which is perhaps the most

Out of her extensive experience, Miss Emerson sees the Volunteer as an invaluable social work interpreter and supporter of progressively better social services for the years of peace.

MARYN EMERSON,  
*Executive Secretary,  
Women's Voluntary Services,  
Toronto Centre*

important planning that faces us now, they must be allowed to do so and that means that there must be co-operation between those bodies which are doing the planning, and those organizations whose duty it will be to execute the plans; not only co-operation but a real understanding that in each part of each program there is a place for the volunteer.

### PIONEERS WITH VISION

There are volunteers who have given leadership through many of the years when we have been building up our community services. By intelligent participation they have a real understanding of the needs and the services required and their knowledge is a combination of actually helping in those services, interpreting to other citizens those needs, and as citizens, demanding that services to fill those needs be available. And so there has been a steadily progressing service in our communities from the far-off days when there were none of these organized services, but there were those persons in the community who saw a need, who did a service, and who built up organizations so that their fellow citizens could get the service they required. From the private organizations so set up, through to

the growth of public services, and on to the insurance plans which are being given consideration, or are already established at the present time, the seeds were sown by understanding citizens, were nurtured by an enlightened group, and are flowering at a time when men are fighting for those very rights, and will come back to our country to benefit not only from a physical victory, but from a created understanding of the rights of each one of us as a human being.

But it is only a part of our citizens who have given that kind of leadership, who have had the privilege of having that kind of understanding.

**RECRUITING NEW PEOPLE** Now in wartime, the number of people who are willing to help, who are offering to help, is growing. And there is our opportunity. By helping they can learn, by learning they can understand, by understanding their interest is awakened, their responsibility is increased, and they have become better citizens.

The opportunity then of using volunteers, is a challenging one, and those of us who have it must accept the responsibility of making the experience as meaningful and telling as possible.

"My husband is overseas. I have two small children. I do my own housework, but I could give one afternoon a week."

So a volunteer undertakes to take a child to a clinic every week for one of the child-caring agencies. Johnny is a winner. He's a bright intelligent little chap, but

he has such a thin undernourished poor little body.

"How could his mother ever bear to give him up? How can she let another woman do those things for him which a mother should be doing?"

"His father cannot get into the army. Neither can he get a decent well-paying job for he was a child of the depression. He had no education nor training for a trade, he wasn't properly nourished and so his body is weak, too. So Johnny's mother took a job in a war plant where she could get big pay and she did her job from 4.00 p.m. to midnight, and she looked after her house all day, and she is in hospital now. They needed money badly. Everything in their house needed replenishing after years of relief or very small wages."

"But couldn't the mother have received any help? Instead of paying a foster mother to care for Johnny now, couldn't she have had help right in her own home? She is intelligent, she is capable of giving him good training. It seems ridiculous that she had to risk her own health in order to be able to get for her children the things they require."

The proposed legislation for Family Allowances was explained and seemed to her a logical answer, and now there is a volunteer who is not only taking Johnny to clinic one day a week, there is a citizen who feels a real concern for the social legislation which will help children in the place which is normal for them to be looked after—their own home.

#### DEVELOPING INTERPRETERS

The intelligent use of a volunteer, letting her see how the job she is doing fits into the function of an agency, how the agency is a part of planned services in the community, the adequacy or inadequacy of the services that are available, and the necessary machinery for giving a progressively better means of living for all our citizens,—that is the opportunity and the challenge that faces each one of us who uses a volunteer, and let us not, any of us, miss such an opportunity. Let each one of us realize that in asking a volunteer to do even a fairly routine piece of work, we are sowing a seed that may very easily be nurtured into a vital understanding which will stimulate further activity.

Especially in the field of social work, we have felt the need of a medium for interpretation which will create understanding and assure proper support for needed services. *Here is one medium, here is one of the best opportunities one could have to interpret social work*, and the need for specially trained people to do that work. Many people would support, not only financially but morally as well, if they only knew—and here is our chance to let them know. Of course, it will take time, and it will take patience, and it most likely would be easier to do the thing yourself than to go through the educational process of explanation and interpretation, but it will pay good dividends eventually. The area of competence of the

volunteer will continually broaden, she will be able to take more and more responsibility, she will be able to go out and meet a new group of people and do an interpretive job that a paid worker would not have an opportunity to do, and in the long run this is something that a social worker cannot afford to leave undone.

#### CHANNELS

It might have been through helping to distribute clothing at a family agency that a volunteer became interested in the whole social security service that is now being discussed. It might have been through visiting with a Big Sister that a lively interest in juvenile delinquency was awakened. It might have been in a Wartime Day Nursery that there was born an understanding of the contribution which pre-school education is capable of making for the generation that will be the future citizens of Canada at a time when we will need balanced, well-adjusted clear-thinking leadership. It might have been at a settlement that a program for industrial recreation came to a volunteer's mind and another community was launched to give recreational opportunities to its members. It might have been—it might have been any volunteer job in any project or agency, and it might have led to any one of the myriad of interests and needs that we must develop for a well-rounded, complete, secure life for our people.

#### TRAINING POSSIBILITIES

But perhaps an interest was awakened, and perhaps a volunteer had a desire to do

a good job, but she did not have the knowledge or she did not have the training to do that particular job. Then should we not do something about seeing that she could get some training so she could do a more adequate volunteer job? Simple training can be arranged in any community at the Public Health Department, Children's Aid or family agency, the Boy Scouts or the Girl Guides, the Y.M.C.A. or the Y.W.C.A., the war services organizations. Every community has such services and they would readily co-operate in giving needed training. In larger centres as well as some of the smaller ones, more technical courses in, let us say, case work, group work, health services, etc., will be available if there is volunteer interest, and if there has been proper interpretation of the service which volunteers can give, as well as those they are giving.

**UNDER  
THIRTY-FIVE**      The opportunity to take training and to give service should not be confined to that valiant group of older women who have done such noble service in that period between the wars. The younger women should be accepting more of the responsibility, should be getting an opportunity to have experience in leadership. So many of the women who worked during the last war were ready to carry on for this one, that they may have forgotten that it was by actually helping in their own communities during the stress of war that led them to their interest in the needs and resources of their community and which has enabled

them to take leadership during those peacetime years. As a result of their taking on the mantle of war service this time, many of the younger people were not given enough responsibility to satisfy them, and they went to the places where they could feel they were giving a more real service, (perhaps a more exciting and a more glamorous service), in paid work. Where then, are our potential volunteer leaders? What experience are they gaining? There is work for all to do. But the responsibility must be shared so that adequate, efficient, vital leadership will not be lacking during that period which is coming, when we must utilize every bit of available energy and leadership.

Very careful consideration should be given to that great group of volunteers in the strictly war activities. They are giving a really noble service at hand, difficult, onerous jobs such as washing dishes in a canteen, or packing prisoners of war boxes, or packing bales at the warehouse, or sorting magazines or ripping fur coats, or sterilizing bottles at a blood donor's clinic. They give service at awkward hours, they stand on their feet for long periods of time, their arms ache, but they are doing their bit willingly and gladly.

When the war is over and such services are no longer required, are they going back to their own little lives?

There will still be problems facing the people of Canada, problems concerning our national life, and problems concerning our responsi-



bility to other citizens of the world, citizens of those other countries who have borne the brunt of this great battle which has enmeshed us all. The opportunities and the responsibilities facing volunteers then, should be even more challenging than those facing them in wartime, because we hope that we shall be working constructively to create, to establish, and to maintain relationships with individuals, with groups, with nations, that will assure that the victory that has been won will bring a lasting peace.

**MOBILIZE  
TALENTS  
FOR PEACE**

All organizations, all groups of people who are using volunteers, or could be using volunteers, should be consulting with each other, should be planning programs, should be demonstrating their willingness to co-operate with each other, so that there will be no waste of energy, no waste of effort and there will be planned co-operative programs in which *every* woman in the country may take her part when the time of transition comes from war to peace. For this reason, advisory committees or councils should be formed so that volunteer leaders may pool their experiences and their programs into a great concerted plan for the effective use of all our talent, our energy, our willingness, and our determination to make the world a better place for all to live in.

Food and supplies will be needed in great abundance for many other countries, as well as for our own, adequate housing and shelter must be provided, clothing for all, edu-

cational opportunities, recreation, moral and spiritual understanding; all these must be a part of our post-war world. And an understanding of human relationships, right up through the gamut from our personal individual relations to other individuals, to our group relationships to other world groups, must be developed if we are to safeguard the world from periodic phases of destruction.

None of these things come automatically. If we are to attain them, we must work and work hard, accepting our responsibility, increasing our understanding, and practising our convictions.

That is one of the jobs we can undertake. Nor do we need to wait until the cessation of hostilities to make our start. As volunteers, or as those of us who are learning from volunteers of the potential reservoir of capacity to bring such a thing to pass, we must start now.

In working for the home front agencies, or in working strictly for the war service organizations, volunteers are united in a common effort to serve their community and its needs. There should really be no cleavage, nor any distinction between the two groups. We are all working for the common good. When peace comes, the two groups should merge and carry on as a great united force. Toward that day we must be working, for that day we must be planning, and for that group we must have vital, interesting, constructive programs into which they can throw, with real determination, their energies and abilities.

## Quebec Legislates on Child Protection

**A**NOTHER fortress of one type of individualism went down to oblivion through the passage by the Quebec Legislature of the new legislation on Child Protection. The event does mark an epoch in the social movement in the old and traditionally conservative province but it also can be truly described as a crowning of a long series of efforts undertaken by socially-minded citizens for many years past. The specific law on Child Protection is but one of many recommendations, however, both administrative and legislative, that have their origin in the first Report of the Health Insurance Commission.

The Commission named only late in 1943 was very early torn from its study of the bases for a system of health insurance to take cognizance of the grave situation precipitated in the whole province by a dozen deaths of infants in baby nurseries located beyond the limits of the city of Montreal in the smaller municipalities where supervision was lacking. History will likely record that the metropolitan newspapers reflected an aroused public opinion and, in refusing to soft pedal the gravity of crisis, provided the government with the opportunity and the duty to take the steps needed. Subsequent assignment of the task to the Health Commission seemed at first the politicians' device to quietly bury the issue, especially

REV. GERALD BERRY,  
S.T.L., M.Sc.,  
Director,  
*Catholic Welfare Bureau, Montreal*

as the Province faces general elections this year. Such surmise has now been proven completely wrong. For within five months of being assigned the responsibility of "making a PUBLIC inquiry into the question of nurseries and the protection of Childhood in general" in the words of the Prime Minister, the Commission has not only presented a first report, but to this it attached a project of law that has been put on the legislative books of the Province in record time.

Truth to tell, no long inquiry was required into the question of child protection because the whole ground was covered very thoroughly by the Quebec Social Insurance Commission which functioned and reported at intervals to the Government from 1930 to 1933. In the second of this body's reports, a detailed criticism of the legislation and the practices then current was made after an admission that "the social framework of the Province of Quebec is insufficient in the matter of protecting the home". Moreover the suggestion then offered was that for cities of more than 25,000, child protection societies, modeled on the Children's Aid Societies of other Provinces, should be instituted and suitably aided in their work by the public authorities. It has always been a source

of wonder and amazement that such a well-documented report should have been allowed to rest on the shelves with only slight parts of its findings used to modify the system, and at that, such was limited to the field of adoption and the provision of insufficient facilities for the institutionalization of educable deficient. Needy Mothers' Assistance was introduced in 1936 and is a major result.

The Garneau Commission, whose report has been implemented so much more rapidly, is much more fortunate and part of its success may be due to the fact that its chief has been a practising lawyer and distinguished jurist in the city of Montreal for some years past. His colleagues have been Dr. Blanchet of Quebec, for long years a professor at Laval's School of Medicine and Philip Durnford, a member of the firm of Crutchlow and Dean, and prominently identified with Red Cross work in Montreal. Public hearings lasting until March have enabled these three Commissioners to learn the opinions of seventy-one witnesses and briefs have in addition been received from nineteen other persons and organizations. Some of the testimony had considerable repercussions and generous space was accorded in the newspapers to a reporting that was a satisfaction to the professionals in social work because their findings and opinions were given wide circulation. It is credible also that since the time of the Montepetit Commission on Social Insurance steady progress in

social thinking has been noticeable in the Province. The elevation of the schools of social sciences in both the University of Montreal and of Laval to the rank of faculties and the creation of a school of social work in each of these universities may be taken as public testimony that the Province is alive to the issues of the day and the techniques that are available in matters of social work.

The Report itself is divided into four parts and it may be of interest to present some of the features of each. In the first, some general observations on protection are brought to the attention of the Government. After quoting the principles of the League of Nations' Consulting Committee on Social Service and endorsing them as consonant with the ideals that have dominated the thinking of the Province since its earliest days, the Report goes on to say that there is much dislocation of families and only a small percentage of the children placed away from their parents are real orphans. The obvious missing agency is a family service of a protective nature and a serious study of each situation before placement is decided upon. The interesting change here advanced is that foster homes are placed on the same footing as the institutions and the welfare of the child is made the key point in the decision to be taken. To quote: "The placing of a child is not a matter of mere merit or systematic preferences, but a special case which must be treated individually and with full objectivity." A review

of population trends and the failure of the Needy Mothers' Assistance Act to reduce the population in the institutions leaves the placement problem mainly an urban one.

A second section takes up the administration problem of scattered legislation under the control of separate ministries of government, and here a consolidation of such administration in one department, the Social Welfare Department, is recommended. Dividing the Social Welfare parts from the purely Health organisms, transferring the Old Age Pensions, Blind and Needy Mothers' Assistance and the Public Charities Act in its other than hospitalization aspects away from the Labour Department, will put the Province in the vanguard of those who have rationalized their administration and faced up to the fact that welfare problems demand a separate treatment. Publicly the Report states that in the course of its enquiry, it has come to realize that social workers are experts of a quite different order from health workers and recommends that this new department staff itself accordingly. To further such a change, it is urged that the social sciences departments and also the training schools for such professionals should be substantially aided by public funds.

The core of the Report comes, however, in the draft bill for the Protection of Children. The central body responsible for administering the Act is the Child Protection Superior Council composed of twelve members appointed for

three years and serving it would appear, without remuneration. The executive powers of the Council will be exercised by a Superintendent of Child Protection. The societies contemplated in the law are fashioned on the lines of Children's Aid Societies in the other provinces and these should provide an orderly process for carrying out the Act. These societies are all the more acceptable for their remaining private agencies doing a job for the public, the prevailing philosophy in social work being along this pattern and most likely to remain such. Three provisions of this law are to be noted in a most particular way. The first introduces to the Quebec public not only the definition of a neglected child but the imposing on such societies as are recognized the duty of caring for such child. There is a distinct category created and it is immediately segregated from the delinquent child, so that the idea of prevention is given full play and the long-standing complaint that too many people were authorized and none of them obliged to take action disappears, in so far as a suitable provision in law can bring that about. Obviously the operations of the law in practice will commend themselves or not in the degree to which suitable personnel is provided by the Protection societies.

A second provision analogous to the first concerns the granting of tutorship to the societies. The hampering effect of the old Civil Code requirement: recourse to the Superior Court, a family council,

etc., due to its expensive costs and clumsiness, made the acceptance of care of children hazardous to the agency. Real tutorship was sought only when there were property and money involved and that seldom happens. The result was that parents could intervene as soon as the child began to approach the age of earning his way and assume charge again. While the new tutorship granted to the agency will not of itself eliminate all the difficulties, the agencies will be enabled to perform much more satisfactorily their function toward the committed child. A significant amendment introduced by the Government concedes to people not belonging to the two major religions the liberty of not having their children committed to a society not of their own faith, unless such be lacking in the community. This is unique in Children's Aid work in Canada and stems from the long-accepted principle that even for care away from their parents, children should be with their own co-religionists. Home education as well as school education includes a vital religious element.

Costs have always proved a bone of contention for the reason that the Quebec Public Charities Act provides for only two-thirds of an estimated cost to be paid by the public authorities. In the cases covered by this Act it is now set forth that the cost will be shared equally by the Provincial Government and the local authority. During the debate on the bill in the Legislature, the Opposition made

much of the fact that costs would be heavily increased and new burdens thrust on the municipalities. The answer from the Government merely intimates that the level of costs will be that of the Industrial Schools Act which run to about \$15 per month per child. The answer seems to leave an opening for the continuation of the subsidy system used pretty freely in dealings with institutions over the past twenty-five years.

Such elaborate provisions for the neglected child demanded some modification of the Juvenile Court as now operating in Montreal and Quebec and taking into account a repeated request from the Montreal Inter-Federation Council for a Domestic Relations Court, the Commission has brought forth a project for Family Courts. These will adjudicate on the Child Protection Act and they are to be endowed with the powers of a Juvenile Court as well. The segregation mentioned above applies to the point where protection societies will require their own shelters for neglected children, leaving delinquents to the present detention homes of the juvenile court. With these combined powers, the judges of the family courts will face the Solomon-like task of deciding what is a neglected child, what a delinquent and what is a border-line case. One happy feature is that the same judge will have the settling of most of the cases.

To this important list of changes in the social fabric now almost all become law, the Commission at-



taches a series of recommendations arising from its partial survey of infants' homes and private lying-in hospitals and day nurseries. The main item here is uniformity of regulations on a Provincial basis, a permit system and a strict enforcement of the law.

It stands out clearly from the above outline that the Commission has made a rapid and radical job of the task assigned to it. Its reforms are most far-reaching and they bring the Province into some agreement with the ways in which child welfare problems are tackled

in other provinces of this country. It has not skirted around the facts revealed in the enquiry but forged ahead to endow the Province with new organisms and agencies that should improve the condition of the child in need of care. One satisfactory step that should impress the readers of *WELFARE* is the public and emphatic recognition of social work as a distinct profession, a recognition that presents a challenge to the agencies already in the field and to the schools that prepare the professionals. Quebec marches on.

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### SHAWBRIDGE SCHOOL

**T**HE NEW \$200,000 fire-proof, stone and brick building is nearing completion at The Boys' Farm and Training School, Shawbridge, Quebec. Built in three sections, with the Administration Offices in front, the central part of the building will be the dining hall, large enough to accommodate, cafeteria style, three hundred boys and the staff.

The other two sections, at either end, will be complete cottage units, each of which will provide accommodation for 30 boys with their respective cottage parents. This will carry on the general scheme of the institution, which is of the cottage type. An interesting feature in one of the new cottages is the small bedrooms to accommodate three or four boys, instead of one large dormitory.

Mr. Dan H. Young, Assistant Secretary-Treasurer of the School, reports that the building was made necessary due to the influx of boys committed by the Juvenile Court.

The financial assistance of the Quebec Government has been obtained to cover a substantial portion of the building. The Board of Directors, under the Presidency of Colonel A. A. Magee, C.B.E., D.S.O., K.C., raised the necessary balance in a quiet campaign of its own members.

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### TO UNRRA

**G**EORGE S. MOONEY of Montreal, formerly Executive Director of the Canadian Federation of Mayors and Municipalities, has been appointed Executive Secretary of the Administrative Council and Chief of the Secretariat Division, European Region. He is leaving for London the middle of June.

Fred Hoehler has returned to Washington to assume his duties as Director of UNRRA's Bureau of Displaced Persons, which is one of the major administrative units of the organization.

Dr. Lotte Hitschmanova, formerly active in Public Health work in Czechoslovakia, and who has taken a prominent part in the work of the Czechoslovak National Alliance in Ottawa, has been appointed executive secretary to one of the United Nations Relief and Rehabilitation Committees. Her headquarters will be in Washington.

# The Way to Lasting Peace

*These highlights from the Ninth Canadian Conference on Social Work, held in Winnipeg, May 15-18, 1944, were prepared by Miss Marjorie Bradford, Executive Director, Welfare Council of Greater Vancouver, assisted by the Rev. John A. Macdonald, the Misses Nan Vail, Amy Leigh, Frances Reynolds, and others.*

"**T**HE Way to Lasting Peace" was the chosen theme of the Ninth Canadian Conference on Social Work, chosen because, in the words of the organizing committee, "it calls attention to the new place of importance which the service of social workers has come to occupy in the world."

The Conference sessions brought no comforting prescriptions to match this title. It was not a "prescription" conference. It was rather one of self-examination, of workshop techniques and direction finding, to explore the paths we must travel toward our goal. Where are we now? Are we ready for peace? (Far from it!) What do we have to do now to put our house in order? What are the next immediate steps? For two years since their last meeting social workers and social agencies had been active in many separate engagements on new and fluid battle lines and on a front stretching 3,000 miles in physical distance across a continent. They did not need the warmth of Winnipeg's well known hospitality to stimulate the ardour of discussion, although that hospitality was in itself a wonderful catalytic agent.

Some of the broader objectives and tactical issues had their place on the formal program, but probably more of them were conned over in the unlisted meetings that blossomed profusely during the Conference as a follow-up from the workshop discussions of "how to do it" in specific areas and situations. The general conference added to itself a series of spontaneous conferences-within-the-conference as the child wel-

fare people, the public welfare services, the group workers, the family service agencies and others from every province got together on practical ways and means of achieving greater co-ordination, better inter-provincial co-operation and an over-all national viewpoint within their respective fields. One truly outstanding feature of this Conference stimulated these spontaneous get-togethers: In its excellent representation from every province in the Dominion it was the most truly national social work conference we have ever had. Here we found not just a sprinkling from the far away points but substantial delegations from each area of the country, including some 20 from British Columbia and 15 from Nova Scotia. The total registration was 623.

Get a truly representative group together and keep them together for a few days and they will begin to hammer out solutions, bare their differences, find common ground, and begin to think and plan as a group. Even if they cannot define all their ultimate objectives, they can define some immediate ones and go on from there.

The new frontiers established by Canadian social services since the war were thrown into sharp focus by the Conference. Within the armed forces, in civil life at all economic levels, and as a component part of new or expanded government services which are not themselves strictly "social services" in the generally accepted meaning of the term (employment, education, vocational guidance, housing, statutory obligations for pensions, dependents' allowances, etc.) social

workers are in constant demand. These demonstrations, more than any specious arguments, have pointed up the role that social work will play in rehabilitation, and as an integral part of the national life after the war.

The annual meeting of the Canadian Welfare Council which preceded the Conference proper will be reported elsewhere, but it should be remarked here that this meeting made a valuable contribution to the Conference by giving us an over-all review of what is happening and what is about to happen in Canadian welfare. This analysis and projection of program served as an excellent background for the regular Conference Sessions which were to follow.

In his opening address to the Conference, jointly sponsored by the Canadian Welfare Council, Dr. E. C. Lindeman, Professor of Social Philosophy at the New York School of Social Work, Columbia University, extended our preview to national and international issues that will affect the welfare of all peoples after the war.\*

#### *Are We Ready for Social Security?*

The next evening Dr. Eveline Burns, Consultant to the National Planning Association in the United States, had more searching questions for us under the title, "Are We Ready for Social Security?"

Under a series of questions, she directed the thoughts of her audience to such points as, "Do we want social security? Have we agreed on plans to put it into effect? Are we ready for the financial implications of social security, and have we faced its cost? Are we ready to accept the concessions we each personally and jointly will have to make? Are we sure that our proposed plan will be democratically run?" Dr. Burns dealt in a most stimulating manner with each of these

questions and concluded that we must admit in all honesty that we are far from ready yet.

#### *The Returning Service Man*

Brigadier L. C. Meakins, R.C.A. M.C., invited us in our third general session to get ready for another big job—Rehabilitation. His exposition of the subject "The Returning Service Man and his Problems" held his listeners' closest attention to the very last word and we cannot do justice to it here. Rehabilitation committees will want to secure copies of his paper in advance of its publication in the Conference proceedings and already requests have gone in for permission to distribute it.

He dealt with his subject principally in the realm of the mind and the spirit—the mind and spirit, associations, and codes of behaviour and responsibility of the man who has "psychologically and socially ceased to be a civilian". It took a long period of training to make him into a fighting man. It will require an equally long period of "detraining" to make him into a civilian again. The deep understanding of his family and of the community and all the combined skills of the physician, the surgeon, the psychiatrist, the industrial psychologist, the social worker and the placement officer will be required for the processes of rehabilitation. The speaker offered some interesting practical suggestions for the "detraining" period.

Brigadier Meakins submitted a penetrating analysis of the metamorphosis of the civilian into the fighting man and what that will mean when he returns to civilian life. He discussed some of the variants of the problem, and in particular the two broad categories of men who are trained (a) as artisans, (b) as "killers". For the fighters in the navy and the air force the enemy is usually an impersonal one

\*See pp. 20-25.

—another ship or another plane. But in the army the enemy is very personal. The man knows who is his enemy and who is his friend and engages in close personal combat. •

He saw the problems of rehabilitation for the tradesmen of the three forces as somewhat simpler than for the fighters. Nearly every occupation and science is represented in the technical training these men have received. They may be satisfactorily absorbed in civilian occupations more quickly than others. But he discounted the popular emphasis which has been given to "preference in employment" and "return to old jobs" as inadequate to meet the psychological needs of the returning service man. "It is only by being convinced that his skill justifies his employment that he can feel himself occupying a place of importance within his community." That is essential to his rehabilitation.

Most people are thinking in terms of healing sickness and wounds, a new suit of clothes, some money and a job. This reveals an intense lack of appreciation and imagination of the task ahead of us. The conception that the physically handicapped man can be compensated by a pension is "the essence of defeatism." For the man who can be successfully employed, Brigadier Meakins proposed the investment of pensions at interest to provide annuities on an increasing scale as the need for security increases in later life. This, he felt, would better meet the psychological as well as the economic needs of the man himself.

Brigadier Meakins dwelt upon another point on which understanding is required: The men overseas, and to a lesser degree even those in Canada, will have acquired a detached or almost "foreign" attitude toward those at home. This is a process which is imperceptible but inevitable. The

longer they are away the more their home associations take on a dream state quality, like the nostalgic dreams of home of the immigrant in a far away land. Conditions of life and manners have changed very rapidly since 1939. The environment to which these men return may have changed much more than the life and manners changed during Rip Van Winkle's 20 years' sleep. And Rip Van Winkle had no nightmares or memories of his long absence in another world. Our problem of demobilization might be likened to that of absorbing close to one-tenth of our population as "immigrants" within a year or so. Some will be sick in body or mind, but all will have memories or "subconscious insults" which can never be forgotten. The repatriated prisoners of war will present a special problem in the removal of the "stalag mentality". They will be very sensitive to any suggestion of regimentation and some will require skilled services for a long period of time.

#### *Workshop Discussions*

A new feature of the Conference this year was a series of four early morning institutes beginning at 8.45 a.m. each day and continuing throughout the Conference. Their popularity despite the early hour in a conference day that went on until late evening was an indication of the hunger of the workers for refreshers or new skills to meet the new needs.

In these workshop sessions conference members were in a sense going back to school, refreshing their knowledge, sharing their experience, under able leaders.

The public welfare institute resolved itself into a general get-together of the public welfare people on many questions of mutual concern. Co-ordination of services at different levels of government and between government levels became the keynote, whether it had to

do with case work, standards of practice or unified or co-operative systems of administration. With the marked growth of both provincial and municipal services, the extension of these services in rural areas, and the entry of the Dominion Government into new fields of public service, this issue has become of paramount importance. What British Columbia has already accomplished in unified field services throughout the Province, and what Nova Scotia plans following its recent public welfare survey, came in for particular attention.

Perhaps the highlight of these sessions which has the greatest significance for the future was the general acceptance of the fact that these public services demand all the trained skills that social work has to offer for case work and other services. That in itself is a step in the preparation for social security whose importance cannot be questioned. Our public welfare departments are prepared, in principle at least, and many of them with a substantial nucleus of professional personnel, to deal with their post war responsibilities from a very different base in philosophy and practice than they stood upon in 1929, or even in 1939. That they have only a nucleus still of the personnel they will need is a subject of the gravest possible concern, but the recognition by administrators of what they will require is the most important step toward the accomplishment of the end in view. If the discussions of this institute and Dr. Burns' questions on social security mean anything at all our governments will be well advised to give their attention now to this thorny issue of personnel. We have surely learned that we cannot fight a war without an army, that we cannot train an army overnight, and that an untrained army not only fails to reach its goal but also

gives up its own ground to the enemy. At another conference session the schools of social work and social agencies worked over their plans for expanded training programs and emergency "in-service" training.

Another thorny issue received attention from the public welfare institute and also from the interprovincial meetings of child protection agencies. That is the question of our residence and settlement laws. We do not have to look to Europe for problems of "displaced people". Thousands upon thousands in Canada have moved away from their homes, families, and friends since the war. Many will have no established residence; and others will be far from their place of residence when the war ends. Many will need assistance of various kinds where they are when the end of hostilities brings further adjustments in our distribution of people and their occupations. There will be much needless hardship and "red tape" unless something is done before the war ends to resolve this issue. Groundwork was laid at the Conference for further interprovincial discussions of this subject by the people who will be in the front lines when it rears its ugly head. It is to be hoped that there will be some beating on the doors of higher governmental authority as a result before the next Dominion-Provincial conference is held.

The subject of the Group Work Institute should also receive comment here because this whole field of community service urgently needs public attention in Canada. In comparison with other services this work is still in the pioneer stage in most Canadian areas, the present and the immediate future needs call for great expansion in this field, the ranks of professionally trained leaders are still pitifully small, and the levels of experience to be



found in any group of these workers who come together are likely to be far apart. One result of this institute was the formation of a provisional national committee to advance the cause, the skills and the organization for group work leadership throughout the country. It hopes for assistance and sponsorship from the Canadian Welfare Council and it hopes to do some real work in preparation for the next Canadian Conference.

Dr. Lindeman's assistance to this institute was invaluable. To it he brought his rich experience and philosophic conceptions of the real meaning of group leadership, the drives which lead to group associations and the differences between "natural", "functional" and "pressure" groups.

He drew attention to a fault of some group leaders who "learn a few tricks" and then settle down at that level.

He stressed that there is need for a science and for experience opportunity to help young people to grow and develop in human relationships, and there is a great uneasiness all over the world over our inability to solve problems of human relationship.

#### *Health*

"The State's Responsibility for Health Services" was the subject of one of our conference sessions presided over by the Hon. R. P. Vivian, M.D., Minister of Health and Public Welfare, Ontario. A panel of four speakers: H. A. Chappell, Secretary, Canadian Brotherhood of Railroad Engineers; Dr. T. C. Routley, Secretary, Canadian Medical Association; Ben Lewis, Secretary, Manitoba Federation of Agriculture; and the Hon. Ivan Schultz, Minister of Health and Public Welfare, Manitoba; presented the points of view of organized labour, organized medicine, organized agriculture, and organized public health. Organized medicine is opposed to

"state medicine," but favours a contributory health insurance plan administered by a non-political commission representing those who receive and those who contribute health services and chaired by a doctor with at least ten years' experience in the practice of medicine. The rights of all concerned should be safeguarded and the relationship between doctor and patient should be preserved.

Organized labour wants a national health insurance plan with costs to the private citizen based on ability to pay rather than a flat rate per person. Steeply graded Dominion income and inheritance taxes are proposed. Organized agriculture is greatly concerned, and with reason, that the rural population should receive equal benefits with urban dwellers. In Manitoba there is one doctor on the average per 3,571 people in rural areas and one doctor per 1,000 people in Winnipeg. The Hon. Mr. Schultz joined the representatives of organized labour and agriculture in his strong advocacy of a national system rather than separate provincial systems of health insurance. He felt the term "state medicine" had become a bogey by misapplication. In programs for control and treatment of tuberculosis, venereal disease and mental illness and in the supply of bacteriological products, etc., we have considerable state medicine now, he declared. All speakers stressed the need for adequate preventive and educational services as part of the health program.

#### *The Small Community*

What is being done and what must be done to meet rural community needs received close attention from another session chaired by Percy Beachell, President of the Manitoba Union of Municipalities. The organization of a provincial welfare program and the correlation of local and provincial child

protection services were dealt with by F. R. MacKinnon of the provincial services in Nova Scotia and S. P. McArton of the Western Manitoba C.A.S. Mrs. C. R. Collier of the Federated Women's Institutes described rural needs and how to meet them. The discovery and training of leaders for this work is the most crying need of all, she said, and advocated, "leadership schools" to accelerate programs of rural improvement.

#### *Housing*

Another session on housing discussed both rural and urban requirements and how to meet them. To it were brought reports of plans advanced in Winnipeg, Montreal, and other communities, the development of community activities by Wartime Housing Ltd., and the dramatic story of the rehabilitation and rehousing of blighted villages in Nova Scotia by housing co-operatives. Much practical information that would be of interest to any housing committee came out at this session, and probably its principal lesson is that the structure and life of the community itself is the key issue in any housing program. If you would undertake a successful housing program you must build much more than houses. There are pre-requisites to successful housing which cannot be ignored.

#### *Home Front Problems*

How to deal with current wartime issues on the local front, how to build effective partnerships between the private citizen, the local agency, and government in the developing social services, and how to prepare for the future were the principal issues at workshop sessions on "Interpretation of Social Work", "The Family Agency Looks to the Future," "The Place of Councils in Current Social Welfare Planning," and "Assistance to the Child Born out of Wedlock." The large attendance at the meeting on "The

Needs of Youth", demonstrated the importance attached to this issue by social workers from every type of agency. At another meeting on Juvenile Delinquency the creation of a Department of Youth Services as a department of civic responsibility was advocated by Dr. Kenneth Rogers, General Secretary of the Big Brother Movement, Toronto.

#### *Social Work and the Armed Forces*

Two meetings on services to dependents of men in the armed forces, and the role of the social agencies in the army venereal disease program would have impressed a visiting social worker, an ordinary civilian or a man of any rank in the armed forces who had not lived through the years since 1939. The number of men and women in uniform at our Conference was impressive. The knowledge of what the armed forces, social agencies, other professions, and government can do together that none of them can do alone, and the assurance of what this has meant to the efficiency and morale of our fighting men, to their relations with civilian communities wherever they are and with those they have left behind were assumed rather than expressed, for they are common knowledge now among those who are engaged in welfare work. Social workers are practising their profession within the armed forces. They are there because there is a job that must be done. Other social workers are their opposite numbers on the civilian front, and the service that each can give knows no civilian or military boundaries. That is now a proven fact.

#### *The Church and Social Work*

Throughout the Conference there was evident the growth that has taken place in the community's conception of welfare programs, and the community's stake in this work. It is an expression of democratic living. It has something

for all of us in benefits, and no one is exempt from responsibility for it. How the natural allies in community welfare may work together with greater effect was discussed in many meetings. One of these, the session on the church and social work, stressed the idea of "combined operations" in the attack on social problems which are equally the concern of the church and the secular social agencies.

Canon Calvert of Winnipeg stressed the great value of the work performed by social agencies for those bowed down by "anguish of soul and cruel bondage." He pointed out the necessity of respecting the dignity of the individual soul and of an awareness of social situations in which souls are placed. Father Fullerton of Toronto reminded the meeting of the importance of motive in social work. Christ Himself had given us the motive which was the love of God and of our neighbour for the sake of God. The Catholic Church recognizes the importance of the new profession of social work and is sparing no effort to develop and strengthen its welfare services. Miss Nora Lea of Ottawa expressed her deep conviction that the church and social work each has a fundamental need of the partnership of the other in their pursuit of common objectives in social welfare.

#### *Volunteers*

Another meeting on "assuring volunteer services for community needs" threw the spotlight upon other valued partners in the tremendous army of organized volunteer workers in Great Britain, the United States and Canada whose magnified war and civilian services have meant the difference between victory and defeat on our home fronts. A distinguished visitor, from across the sea, Miss Marjorie Maxse, Vice-Chairman of the W.V.S. in England, and Miss Mary Judy of the

Association of Junior Leagues of America who is now making a survey of future opportunities for volunteer service in the United States, contributed much of interest to this meeting. The tale of volunteers in both public and privately supported services was an impressive one and Mrs. G. V. Ferguson of Winnipeg concluded with some practical suggestions to preserve our wartime gains in organized volunteer services. Here was another task to be laid on the doorstep of the Canadian Welfare Council, in her opinion.

This was but another of many sincere but embarrassing tributes showered upon the Canadian Welfare Council every day of the Conference in the form of requests for new or expanded programs. They came in recognition of the outstanding service it has given, since shortly after the last World War, to struggling social agencies and to the people of Canada.

This report has necessarily omitted the names of many who made valued contributions to the conference program. Dr. Leonard Marsh, Research Adviser for the Dominion Government's Committee on Reconstruction, assisted with a number of meetings. The Premier of Manitoba, members of his cabinet and the Deputy Minister of Health and Welfare, Dr. F. W. Jackson (program chairman) took an active part. Mrs. Robert McQueen, Secretary of the Conference was described as "the whole works," and there were many others who made these meetings the success they proved to be.

We have reserved our final word for two people who will have a special place set aside for them alone in Conference memory—the Lieut. Governor the Hon. R. F. McWilliams who not only extended his official greetings but was there every day, and his lady who served as the able President of this Ninth Conference. Mrs. McWilliams'

address, given at the Conference dinner, in its clarity and brevity set a high standard for the sessions and re-emphasized for the delegates their responsibility for wise planning and service in these difficult days. Their

part in the Conference itself and their "after-hours" hospitality of Government House to all and sundry established an all-time record, and to them and to all other hosts in Winnipeg, we say a sincere "thank you".

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## Conference Quotations

Canada got off on the wrong foot by permitting social services to be made a provincial rather than a federal responsibility. That initial mistake has bedevilled and bedamned and betrayed every effort to date to get a uniform standard of social services in Canada. . . . It is regrettable that from a legal standpoint, there is no such thing as Canadian citizenship.

—Hon. Ivan Schultz, Provincial Minister of Health and Public Welfare, Manitoba.

We tend to forget that there are other groups which are interested in the welfare of the community and are prepared to take action about it. One of the most important of these groups is Labour.

—Maysie Roger, Executive Secretary, London Council of Social Agencies.

Any Church interested in souls alone and not in bad housing that damns them, politics that corrupt them, an economic system that cripples them and international relationships that determine their destiny, is not a Church at all.

—Canon C. R. Calvert, President, Family Welfare Bureau, Winnipeg.

Failure to implement the Rowell-Sirois Report remains the ghost at every social welfare and security banquet. —Editorial, *Winnipeg Tribune*, May 16, 1944.

Almost 100 per cent of the ration book distribution in Toronto area has been done by volunteers. This saved the taxpayers \$500,000 in one distribution alone.

—Maryn Emerson, Executive Secretary, Women's Voluntary Services, Toronto Centre.

It is inevitable that social work will be spurred by returning delegates. Certainly the Conference has given fresh enthusiasm and energy to workers in Winnipeg. The earnestness and keenness of delegates was remarkable.

—Mrs. R. F. McWilliams, President, Ninth Canadian Conference on Social Work.

Great Britain, New Zealand and Russia have the most complete social legislation. . . . Russia has the most comprehensive training and educational services of any country. As far as English-speaking countries are concerned, Canada seems to be lagging behind. We lack health insurance, widows and orphans pensions and sickness benefits. Our one redeeming quality is our excellent unemployment insurance.

—Dr. Leonard C. Marsh, Research Adviser, Dominion Government Committee on Reconstruction.

# Human Nature in War and Peace

Address to Canadian Conference  
on Social Work and Twenty-fourth  
Annual Meeting of Canadian Welfare  
Council, Winnipeg, May 15, 1944.

EDUARD C. LINDEMAN,  
*Professor of Social Philosophy,  
New York School of Social Work,  
Columbia University*

THERE are in general two types of philosophers, those whose gaze is fixed upon the cosmos and those whose concentration is directed towards human welfare. I belong, definitely, to the latter group. From this point of view, there should be no difficulties in our exchange even though I do represent another nation and another culture: with respect to the human experiment we can admit, I believe, that we are now all participants in the same situation; either the whole human family moves upwards together or we go down en masse.

The method which I propose to use in this discourse may be thought of as Socratic in character. I shall lay before you certain questions and propositions, not with the assumption that I have already formulated answers, but rather in the hope that we may, through consultation find answers which will spur us onward in a concerted program of action. In such instances where my own convictions have become clear I shall not hesitate to furnish pronounced affirmations.

My first inquiry has to do with the psychological setting of World War II. Modern warfare is primarily a matter of industrial and military technology and this fact tends to obscure the fact that it is, even more so than in the pre-technological era, also a matter of public opinion. Psychological warfare pertains to both fighters and civilians. When the fighting is done, the residue of public opinion will, more than any other single factor, determine the nature of the coming peace. Consequently, my first question is: How are we "taking" this war? What is it doing to us, spiritually and emotionally?

What strengths and weaknesses is the war revealing in us?

My contribution to the discussion of this inquiry consists of some observations and impressions made in my country and I trust that your contribution will be a comparison with respect to your people.

It is my impression that there is far less personalized hatred in this war, that is, when compared with World War I. The implied distinction between personal hating and hatred of evil in the above sentence is important. From a mental hygiene viewpoint, hating evil and unrighteousness strengthens the fibre and buttresses resolutions. On the contrary, hating persons as persons invariably destroys the hater. Therefore, I count it as an asset that in this war we have to a large degree tempered our personalized hates. This may not be a net gain, however, because human beings, presumably are capable of only a certain quantum of hatred at any given time, and it may be possible that we have already used up our quotas, not in hating the enemy but, in hating individuals and groups in our own midst. However this may be, it certainly must be counted as a positive psychological gain that we have thus far avoided hysterical reactions.

It seems to me also a matter for congratulation that we have not romanticized war itself. In the last war, we actually believed that participation in war would leave a deposit of co-operative habit and feeling which could then be readily transposed to



matters of peace. We believed that the war would serve as a catharsis, a cleansing agent which would reduce our selfishness and ennoble our characters. This was, obviously, an erroneous belief and happily we are not now repeating it. We know now that modern technological warfare is a mean and nasty business and that the acts which it calls us to commit are not of the variety likely to produce improvements in our characters. As a matter of plain fact, we did not enter this war as though we were making a choice between good and evil; we knew at the time that it constituted a choice between two evils; either we were to submit to slavery or we were to defend ourselves. Having chosen what we believed to be the lesser evil does not, therefore, compel us to call our choice good. Whatever good is likely to result in coming years will arrive, not because of, but rather in spite of the war.

I shall now leave this accounting of our psychological gains for your further exploration. From the perspective of my country, I must now add that the debit side of the account is far from encouraging. We have found ourselves in the midst of the most brutal war of history confronted with a wide variety of internal disunities. Many chronic tensions have now come to the fore and present themselves for imminent resolution. In addition there exists a tone of moral cynicism with respect to the future, a type of pessimism which, if it is not altered, will leave us in a very poor frame of mind for the arduous tasks of peace. We seem to have a very low expectancy of the future, so low that normal idealism cannot function effectively. Added to these deficits is the ominous fact that the prestige of the English-speaking sector of the world is not as high as it once was, certainly not nearly so high as it was at the beginning of this war.

#### *What Shall We Do With Our Victory?*

We shall win this war. Of that there can be no doubt. Indeed, we are now so certain of victory that the paramount issue is what to do with victory once it lies in our hands. There are many citizens in my country, and I assume it may be true in Canada as well, who fear the coming of peace more than they fear war itself. How are we to overcome this mood of doubt? How are we to build the type of strength required for peace?

My approach to this problem is to ask first of all for a distinction between war aims and peace aims. There can be only one central war aim, namely, to defeat the enemy. The means for attaining this end belong primarily to military and industrial intelligence. Peace aims, on the contrary, belong to the people and are a function of public opinion. The second requirement is a point of view which will permit us to see our separate nationalistic problems over against the pattern of the world. If we persist in keeping domestic problems separate from world problems, we shall not be able to secure a good peace. This war has made world inter-dependence into a reality which we cannot longer deny.

Our chief concern is with human welfare and I assume therefore that we should now be formulating programs designed to utilize our victory for the purposes of enhancing well-being in general. What specific programs does the contemporary situation call for? Each nation will construct its own list but there are certain elements of human welfare in the modern world which seem to have reached the stage of universal application. For example, I do not understand how any reasonable person can hope for a stable and peaceful society unless that society guarantees to its citizens a minimum basis of social security. The major hazards of modern life, such as unem-

ployment, accidents, sickness and old age, can no longer be left to individual resources. These are hazards which must be shared by the community as a whole. Likewise, it must be assumed that every nation, and especially those already industrialized or on the way towards industrialization, must find ways of maintaining maximum employment. Without maximum employment it will not be possible to sustain an adequate security system. These are mutually dependent items. Another of the universal human problems which no nation can avoid is represented by the now common term "housing". The plain matter of adequate and decent shelter has become central to a good life. We often speak with eloquence about our belief in the family as a basic unit of our society but such speech makes no sense unless we can see our families living in houses which permit of a dignified and a healthy existence. When this war has ended we shall find ourselves, I believe, moving towards one of the great debates of history and the issue will center on education. How can we build educational systems representative of the best of our individual cultures, and at the same time representative of an emerging world-consciousness? How are we to resolve the issue which separates vocational from so-called cultural learning? And, by what means are we to furnish assurance that the products of our public schools are citizens prepared to assume responsibility for the perpetuation of democratic values? And, it must be assumed, finally, that the social services, particularly those which bear upon the subtle problems of human relationships, will be vastly expanded. Among these services we shall do well to give a prominent place to mental hygiene and to the cultural importance of leisure.

### *What About Peace Itself?*

We shall not, of course, succeed with any of our domestic problems unless we are permitted to live in a world of international security. If the war ends with the various nations of the world suspended in the midst of a gigantic game of power politics, most of our human energies will be consumed in militarism; if this occurs, we may as well cast all our hopes and plans for human welfare in the waste basket.

I discover among my fellow-citizens three varieties of attitude with respect to the promise of peace. There are, first of all, pessimists who have no confidence in our ability to prevent wars. Many of the newer recruits to this viewpoint are persons who formerly placed great faith in the League of Nations. They now insist that the failure of the League is a sign that no successful world organization is possible. There are, next, perfectionists who have already constructed an ideal pattern of peace, a blue-print which resolves all the tangled problems in neat formulae and structures. I have in my files fifty-two separate plans for peace, many of which are already supported by propaganda organizations. My fear is that these ardent peace-lovers, these perfectionists, will again cancel each other out; they will ask for so much that they will end in getting nothing. The longer I live the less confidence I have in perfectionists. In fact, my experience seems to indicate that a perfectionist is a person who prefers evil rather than the abandonment of his pet scheme. But there will be also practical persons, pragmatists, who will, I trust, be in the majority—people who will subscribe to a peace program which has some chance of acceptance. In my own country, with its peculiar method of treaty-making, these practical citizens will be obliged to ask themselves over and over, is this a plan which is likely to be acceptable

to the United States Senate? But, a more relevant question should be, is this a plan which will receive support from our citizens and from the citizens of our allies?

With this practical injunction in mind, I shall now proceed to ask a series of questions which will serve to test your preparedness for peace. I have eliminated all general principles in order to focus attention upon concrete situations, the essentials without which an enduring peace cannot be envisaged. My personal preference would lead to a peace culminating in a comprehensive world organization with an executive, a judiciary, a legislature and a police force, that is, a genuine world federation operating according to democratic procedures. It is my studied conviction, however, that such a perfect plan is wholly outside the realm of possibility. At the same time, I should like to accomplish enough by way of international security to make a development of this type feasible in the longer run. Also, it is my belief that if we demand a too perfect world order now, the result may be the loss of even our minimum goals.

Are you prepared to say now and to hold to the conviction that it is necessary to maintain the Four Power Alliance between Great Britain, Russia, China and the United States throughout the war, through the period of transition and until such time as a comprehensive and inclusive world organization is brought into existence? There are grave dangers in this coalition, but the dangers which will accrue if this alliance deteriorates are far more serious. If the partnership of this so-called Big Four fails, the unavoidable result will be bilateral alliances which will lead directly to power politics on a grand scale. If this happens, the next war can already be foreseen.

Would you agree to the program of building a functional series of world organizations by utilizing existing instruments such as lend-lease contracts, an internationalized board of economic warfare (re-named the board of economic peace), a United Nations general staff used as the nucleus for a world armed force, extension of the food and agriculture agreements, continuation of an organization for world social services patterned upon the experience of the United Nations Relief and Rehabilitation Administration, the International Labor Office, an international bank, et cetera, et cetera? If these separate and detailed functions could be sustained over a period of ten years, we should already have laid the solid base for world co-operation. The final structure of the world order would then be left to experience.

To what extent would you be willing to subscribe to the proposition that world peace depends upon a freer movement of both manufactured articles and raw materials? The Atlantic Charter already binds us to this theory, but I am now asking a practical question. I do not assume that either Canada or the United States would at this moment subscribe to a policy of complete free trade. What I am asking is this: How far would you be willing to go in this direction? Would you, for example, agree to an experiment which would allow a group of international scientists to select a small number, say twenty to thirty manufactured articles and seven or eight raw materials and then place all of these commodities on the free list? May I suggest that in your discussions of this item in my program you make sure to consider the probable alternatives. If we do not move in the direction of a freer flow of goods, one of the certain alternatives will be that every nation in the world will industrialize and each will duplicate the others. In that case we shall

be confronted with a battle for world markets which will, I feel sure, end in succeeding wars.

What steps are you prepared to take with respect to the problem of population pressures? There are at present some forty-six millions displaced and up-rooted people in the world. Where are they to go? Who will receive them? Thus far the only solutions for excess populations we have been able to employ are disease, starvation and war. Have we enough intelligence and goodwill to try better methods? Here, as in other instances, it is my feeling that if we ask for too much, we may find ourselves with no gains at all. Hence, I ask for nothing more than a minimum. I ask that we take steps to eliminate from our statute books all laws which discriminate against any people with respect to their race, their colour, their religion or their national origin. I ask that we stop imitating Hitler's weird racial dogmas. At the same time, I propose that all nations reserve the right to determine quotas, denoting the number of immigrants each is willing to absorb during stated periods of time.

A more humane immigration policy would, obviously, go a long way in resolving the tangled problem of racial relations, but something more is required. Every nation must, I believe, move towards a rule of justice with respect to the people of colour, the yellow, brown, red and black peoples of the earth. These coloured peoples outnumber the whites in a ratio of almost three to one. It is unthinkable that peace can ever be stabilized so long as this vast section of the human family is discriminated against, degraded and exploited. I make no specific recommendations here although I feel completely satisfied that the policy for my country must be radically altered. Our Negro, Indian, Mexican and Oriental citizens must soon be given the clear

right to equal education, equal opportunity to enter the various trades and professions, and an equal right to share in a high standard of living and culture.

#### *Is Compromise a Defeatist Attitude?*

Many of my idealistic friends have charged that my program of minimum essentials for peace represents an attitude of defeatism. They insist that any form of compromise is in and of itself an admission of defeat. They want "all or none". I want what I think is within the range of attainment. I insist that there are two types of compromise, one which moves downward and one upward. Everything I ask for tends upward, that is, in the direction of the ideal. I want peace so badly that I am determined not to sacrifice its probabilities on the altar of perfectionism. At the same time, I must admit that the moral issue here involved is one which every earnest citizen must resolve in his own way. From a philosophic viewpoint, the pattern of my thought has been both appropriately and beautifully stated by one of the better-known internationalists of our generation, the first and thus far the only Ambassador from the late Republic of Spain to the United States, Senor Salvador de Madariaga in these words:

"Our eyes must be idealistic and our feet realistic. We must walk in the right direction but we must walk step by step. Our tasks are: to define what is desirable; to define what is possible at any time within the scheme of what is desirable; to carry out what is possible in the spirit of what is desirable."

This statement of my basic principle seems to me far from either defeatism or opportunism.

#### *Conditioning Factors*

Those of us who desire peace must also include in our prospectus as clear a view as possible of the probable

elements which will condition our post-war behaviour. I shall mention only a few in the hope that you will be thus stimulated to include others.

In the first place, I assume that the strongest spiritual force in the post war world will be nationalism and that this will be particularly true of the victorious nations: Great Britain, Russia, Canada and the United States. Having won a war against the most formidable and cruel combination of militarist nations in history, we will be less than human if we do not feel a deep sense of pride. Also, it is a natural reaction after war-time alliances to find nations once more returning to national feeling and concern. Hence it seems again to be an attitude of common realism to recognize that the coming peace will need to be constructed in an atmosphere of intense nationalisms.

In the second place, I assume that the evil of fascism will not come to an end with our victory. Indeed, paradoxical as it may seem, I anticipate that there will be numerous fascist adhesions in the world and that we, the victorious nations, will have acquired fascistic tendencies. The defeated nations may react furiously against everything which reminds them of the fascist rule, but the very responsibilities which victory will lay upon us, especially the responsibility of maintaining order in a desperate world, may lead us towards the dangers of authoritarianism. How far this tendency is likely to go cannot be foreseen but this much seems true, namely

that the tide can only be turned by a revitalized spirit of democracy. This revitalization of democracy can occur only if the separate nations move steadily in the direction of a guarantee that human welfare will be enhanced.

One final factor which is likely to condition the future course of history, perhaps to a degree greater than all others combined, is the mood and temper of veterans of this war. We cannot yet know what this type of fighting will do to these men but we are already beginning to see signs of portent. The veterans of this war will, without doubt, be sufficiently numerous to be the decisive factor in determining national policies for years to come. It is my deep-seated conviction that they will want, above everything else, peace. They will not want this to happen ever again to any generation of youth. But if you are not prepared to join with them in a discussion of a realizable peace, they will be obliged to throw their lot either with the isolationists or the nationalists. If this happens, the shadow of the next war will soon arise on the horizon. I beg of you this, therefore, that in all your planning and thinking about the future, do not for a single moment allow these young fighters to slip from your awareness and your conscience. We who have not faced the grim realities of technological warfare shall owe an overwhelming debt to this generation of fighters. We can repay this debt only by helping them build a world of peace.

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### UNIVERSITY OF TORONTO

**T**HE School of Social Work, in co-operation with the Department of University Extension offers *two summer courses*—July 17th to 29th—

Child Welfare, and Social Case Work

These courses are planned for persons without professional education for social work who are now engaged by social agencies. The lectures will be given in the School by outstanding representatives of the profession.

For further information apply to the Director, University Extension, University of Toronto, not later than June 20th.



## Social Welfare in Ontario

Address to the Association of  
Children's Aid Societies of  
Ontario, Toronto, June 1, 1944.

THE AIMS of social welfare are frequently misunderstood, and the wellbeing of our people is of vital concern. Many of them require some form of financial assistance; the majority need guidance and counsel. Too frequently the average person believes that a welfare program is simply one for the distribution of money to those in less fortunate circumstances. This conception must be corrected. Problems of human welfare cannot be dealt with upon a purely emotional basis, nor only by "treasury-minded" individuals. There must be a balance between these two extremes in order to achieve a constructive program of assistance, soundly administered in the interests of human welfare.

Such a program is almost of primary importance in the wellbeing of our people. The public conscience is aroused concerning the state of our physical and mental health. Many plans are before the public at the present time that are attempting to create an improved state of health. The success of such plans is dependent upon a comprehensive welfare program. This broad picture contains two important factors that are essential to any form of social security. These are social insurance and social assistance.

At this time, I wish to confine my remarks to the field of social assistance and to direct your attention to the fact that this term in-

HON. R. P. VIVIAN, M.D.,

*Minister of Health and  
Public Welfare, Ontario*

cludes both public assistance and private assistance. These two elements must be satisfactorily coordinated at the level of need. To do so, it is obvious that we must create these services within the community. This is not a simple task, nor is it easy to decide the best method of financing and administering the respective programs.

All governments are concerned with the welfare and good health of the people that they represent. In Canada we have three levels of government; municipal, Provincial and Federal. Care for those unable to provide for themselves was one of the most clearly recognized duties of early local government in this Province. With the growth of population and the necessity of larger financial contributions, these responsibilities have variously fallen upon municipal, Provincial and Federal governments.

So long as human behaviour remains unchanged, social services of some kind will always be necessary. These services must be adequate and available in time of need. To do this, careful planning is required to furnish these services at the optimum point of satisfactory administration. At the present time, a certain confusion exists as to the responsibilities of the various levels of government. Undoubtedly, in the future we will

see many plans being offered to deal more adequately with this problem. No matter what the future may hold in this regard, it is our duty now to plan for the development of sound procedures, implemented as soon as possible, supplemented when required.

In creating a more satisfactory program for public assistance, it will be necessary to combine within the community all such services as are rendered on this basis. This can, of course, only be accomplished after full consideration has been given to it by the three levels of government and a definite allocation of their duties and responsibilities has become established. I, of course, cannot speak for any other level of government, but it is my hope that such plans might be formulated. In Ontario, consideration should be given to the creation of local public welfare units. Through recent legislation, under the Public Health Act, we are establishing administrative units to carry an expanded program in public health. Outside the metropolitan areas, these units might be considered as being on a county basis. Such a unit provides a sufficiently large population to support a complete program and is sufficiently small to allow for satisfactory administration. It might be that, in co-ordinating health and welfare services, within this Province, we could follow the same procedure in the matter of public welfare, so that a co-ordinated service might be developed on a unit basis. In the matter of public welfare, such

a procedure would demand the creation of a local board having representation from the elected municipal bodies, from various organizations in the community, and appointees of the Provincial Government. Such a board would have the direction under proper legislative enactment and under regulation of the spending of such public monies for welfare services in its particular county. The board would employ an adequate staff of properly qualified personnel. Such staff would be responsible to a director who would be the executive head of the county public welfare unit. The personnel might well undertake all investigations for admissions to Houses of Refuge, various hospitals, Public Assistance (relief), Old Age Pensions, Mothers' Allowances, Pensions for the Blind, and such other services as presently fall within the realm of provincial or municipal public welfare activity. It should be noted at this point that all these services at the present time in Ontario fall within the category of Social Assistance. They are non-contributory in the usually accepted sense of that term as applied in Social Insurance and Social Security discussions and articles. Some of these services may in future become a part of a Social Security program. If that were the case, then they would move out of the realm of Social Assistance and become a part of some larger scheme. In the meantime we might consider them as a part of our present Social Assistance program and include them in such adminis-

trative organization within the Province as exists to provide such services.

In the creation of county welfare units, uniformity of practice across the Province would have to be safeguarded. In addition, if such units were to administer public assistance, Mothers' Allowances and similar services at the county level, it seems apparent that they would be expending certain Provincial funds. It follows then that in any such scheme the Province would of necessity be concerned. In my opinion, the necessary uniformity could not be attained without the Province establishing fairly complete standards of organization, administration, program and policy.

In order that these standards would be maintained there would be required a system of supervision and inspection from the provincial level. Such supervision would not only be supervision of the services and standards of work but would also mean supervision of the business administration and a complete auditing of the books by the Provincial authorities.

From such an outline it would seem apparent that each of the county units could expand readily from a skeleton organization to a very elaborate one to meet any sort of public welfare emergency. There are, of course, the additional advantages of providing a uniform public welfare service throughout the Province and of creating in each county one central channel at the community level, through

which all public welfare services for that community must flow.

Welfare services, established upon a private basis, are of great importance in any comprehensive program. The very presence of voluntary aid brings to work of this kind a definite something for which there is no substitute. Private organizations are able, not only to test new ideas and new procedures, but they bring to a community a sense of individual responsibility and do, in fact, represent a community's conscience for its less fortunate citizens. In considering developments in this field, we already have certain organizations upon which we may build. There appears to be some evidence that the private welfare services in larger urban centres are co-ordinating their activities through such organizations as councils of social agencies. Through the years, there has been a gradual tendency to eliminate the overlapping of the various services. It would seem that this process has undergone an acceleration since the war. An added impetus has been given by the methods which are being adopted to raise funds. In many communities welfare chests, which combine the appeals for funds for a much larger number of agencies, are either coming into being for the first time or are being created by the combination of existing organizations under one administrative body. Both welfare funds and councils of Social Agencies are concerned that the monies raised in the com-

munity shall be expended to the best advantage of that community. My purpose in mentioning these trends in the private welfare field is merely to indicate that there is considerable thought being given to co-ordinating private welfare services insofar as it is practicable. Such co-ordination must be based upon experience with satisfactory procedures in the past.

We have in Ontario an organization in The Children's Aid Society which, through its 52 locally autonomous branches, has done a magnificent work. These branches are unique in that they are the only private welfare organizations to which a public responsibility has been delegated by statute. As you know, each local organization and the Children's Aid program as a whole are under the supervision of the Provincial Department of Public Welfare.

Here we have a private organization which could logically develop its family services to a much greater degree and form the backbone, particularly in the rural areas, of an adequate family welfare service, which, in peace time, could extend even beyond its present wartime contribution.

On a county level, if such a development were possible, we would

have, on the one hand a county welfare board (serving as a medium for public welfare services), and, on the other hand, the Children's Aid Society as the medium for private welfare services. The Children's Aid Society, by legislation and precedent, has a limited public responsibility for providing care for children under certain circumstances. For this purpose, certain public funds are payable to the Children's Aid Society. Such public funds, under the scheme envisaged, would be directed to the Society through the channels of the public welfare board. In order that there be a liaison between the Children's Aid Society and the public welfare board, I suggest the President of the Children's Aid Society might be a member of the public welfare board and the Chairman of the public welfare board might be a member of the Children's Aid Society.

The problem of finance is, of course, of vital consideration and must, of necessity, be a problem for further and more detailed study. But, in my opinion, the creation of a satisfactory administrative unit, to support an adequate program, could be associated with a satisfactory financial program.

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### ESSENTIALS IN ADOPTION SERVICE

**T**HIS most recent publication on adoption in the Canadian field deals comprehensively with the subject and will be of interest to all who are giving this type of service. Price 15c each, from Canadian Welfare Council, 245 Cooper St., Ottawa, Canada.

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**T**HE first Chinese Y.W.C.A. in Canada has been opened in the heart of Vancouver's Chinatown. There are 200 members.

## Casework et

### Problèmes Sociaux (Suite et fin)

*N.D.R. M. Marier a signalé dans la première partie de son étude sur le casework que l'âme humaine n'est pas une âme collective et que l'expérience est un facteur important du développement de la personnalité. Il a démontré que le casework qui s'attache à résoudre les problèmes sociaux sur une base individuelle, peut aider à la solution des difficultés que crée notre époque: désagrégation de la famille, problème des filles-mères, problèmes des relations familiales, etc.*

#### *L'enfance sans foyer*

CHEZ NOUS, le problème de la désagrégation de la famille est aigu; un autre est tout aussi grave: celui de l'enfance qui a perdu son milieu naturel. Nombre d'enfants sont dans cette condition pitoyable. Ici encore, sous l'angle du casework, il existe moins un problème que des problèmes. Pour comprendre le rôle de la méthode et en même temps concrétiser ces problèmes, posons une question.

Ces enfants, d'où viennent-ils? D'abord, ce sont les enfants des filles-mères. La réprobation janséniste des *honnêtes gens*, l'absence d'intérêt tant de la part de l'État que des individus ont poussé jusqu'à aujourd'hui ces malheureuses à ne pas garder leur enfant. Aux enfants illégitimes s'ajoutent ceux dont les parents sont morts séparés ou incapables de veiller à leur soin; ceux qui sont victimes de parents lâches, immoraux; ceux dont le milieu est déficient de quelque façon. Cette diversité des causes qui ont jeté ces enfants sous la protection publique implique une diversité d'effet chez ces mêmes enfants et donc diversité de traitement.

#### ROGER MARIER,

*Assistant-directeur,  
Département de Service Social,  
Faculté des Sciences Sociales  
Université Laval, Québec*

De nombreuses oeuvres privées se sont lancées à l'attaque de ce vaste problème de l'enfance abandonnée. Reconnaissons les services inappréciables qu'elles ont rendus et rendent encore. Je ne propose pas de discuter ces services, mais de démontrer que le casework a, lui aussi, un rôle à jouer pour sauver l'enfant sans famille des périls qui le menacent et en faire un homme complet, stable et heureux.

Le casework considère chaque enfant en particulier, ses antécédents, sa personnalité, ses besoins. Cela suppose au tout début une enquête approfondie, puis, à la lumière des expériences subies par l'enfant, on étudie sa personnalité. Cette étude de l'enfant sera d'autant plus approfondie et servira à mieux connaître ses besoins, qu'elle sera conduite avec l'aide médicale et psychiatrique dans un centre d'étude spécialement créé à cette fin. Après étude faite, il ressort que l'enfant a tels besoins particuliers qu'il importe de satisfaire, soit par un placement familial, soit par un placement institutionnel.



## PLACEMENT FAMILIAL

Le casework se fonde sur le principe suivant: c'est la famille qui peut le mieux donner à l'enfant normal tout ce dont il a besoin pour se développer et atteindre l'équilibre de la maturité. Un bon orphelinat ne se compare pas à un milieu familial taré. Mais *théoriquement*, rien n'est supérieur au milieu familial. A l'enfant normal en quête d'un gîte, il faut une famille qui satisfera à ses besoins particuliers. D'où étude nécessaire de la famille en question: son statut social, sa composition, ses membres, leurs relations les uns avec les autres, etc. Si on juge que la famille convient aux besoins de l'enfant, la préparation de celle-ci à la venue de l'enfant par l'interprétation de la personnalité de ce dernier et vice versa est nécessaire. L'adaptation d'un enfant à une famille et d'une famille à un enfant est une affaire délicate qui ne s'opère pas sans souffrance, et par ailleurs, les parents ne sont pas nécessairement des spécialistes en psychologie infantile: il importe que là ne finisse pas le rôle du casework. Aussi longtemps qu'il sera nécessaire, il faut donc venir en aide à la famille et à l'enfant pour prévenir les malentendus et les froissements et interpréter aux uns et aux autres, les gestes des uns et des autres.

## PLACEMENT INSTITUTIONNEL

Si la famille est le milieu normal de l'enfant, il n'en reste pas moins que l'orphelinat a le très grand avantage de pouvoir, à cause de la densité de sa population, donner des soins

spéciaux impossibles dans le milieu familial. Bien plus, le caractère d'intimité moins profonde du milieu institutionnel convient mieux à un grand nombre d'enfants de condition anormale. Le placement fait, le casework continue, là aussi son rôle d'interprétation: interpréter à l'enfant la vie institutionnelle, et à ceux qui ont charge de l'enfant la personnalité et les réactions de ce dernier. Si l'enfant a encore des parents, l'auxiliaire social devra voir à ce que des relations soient maintenues ou établies, de façon à préparer le retour de l'enfant à une vie sociale plus vaste. Si l'enfant n'a plus personne et qu'il n'est pas en mesure de se suffire à lui-même au sortir de l'institution, le rôle du casework est de lui préparer un milieu où il pourra compléter sa formation.

### *Efficacité des lois sociales*

Un autre domaine bénéficierait grandement des techniques du casework, et c'est celui de l'application de nos lois dites sociales. Nos lois actuelles d'assistance ont trois traits en commun: elles déterminent des catégories d'assistés et prévoient une discussion des ressources de ces derniers. Ces dispositions administratives constituent à certains égards des faiblesses. Elles expriment une tendance à vouloir considérer non pas des individus et des familles en détresse, mais un "individu type":

Par exemple, la loi de l'assistance aux mères nécessiteuses (qui est, ne nous y trompons pas, une loi d'assistance à l'enfance; et la preuve, c'est qu'une mère dans le besoin mais dont l'enfant se suffit à lui-même ne tombe pas sous le coup de la loi.) Voilà une loi centralisée à Québec pour la province de Québec. Ceux qui veulent bénéficier de ses

avantages ont d'abord à remplir un questionnaire. D'après la réponse au questionnaire, l'administrateur de Québec peut ou rejeter la demande de secours, ou bien déléguer un enquêteur sur les lieux. S'il arrive souvent à l'administrateur de Québec de rejeter ainsi d'une façon sommaire des demandes de secours, sans faire d'enquête plus approfondie (et l'administrateur en a le pouvoir), cela n'indique pas de la part de la loi un grand souci des problèmes locaux et des misères individuelles. En second lieu, cette loi n'établit qu'une catégorie d'enfants pouvant bénéficier de son assistance. En d'autres termes, la personne réclamant l'assistance pour ses enfants devra se trouver dans telle, telle ou telle condition. Si une seule condition n'est pas remplie, pas de secours. Si nos lois établissaient ainsi plusieurs catégories ou types idéals d'assistés, et s'efforceraient de prévoir tous les cas, il y aurait encore fatalement bien des cas qui feraient exception.

Enfin, la loi prévoit une discussion des ressources de ceux qui logent des demandes. Il en résulte qu'avant de déclarer une personne éligible au secours, on s'efforce beaucoup plus d'établir l'absence de ressources que d'examiner les besoins. Ainsi, la possession de tels meubles ou immeubles empêche une personne d'être qualifiée indigente; on refusera le secours à une mère possédant ces biens, même si ses besoins dépassent de beaucoup son avoir. Dans certains cas, en forçant celle qui a besoin de secours à "manger" son capital on pourrait lui enlever ainsi qu'à ses enfants une occasion de se réhabiliter. On devrait pourtant se souvenir que c'est des besoins qu'il faut d'abord tenir compte. Vouloir satisfaire aux besoins de certains enfants est conforme à l'esprit de la loi, et l'aide pécuniaire apportée n'est qu'un moyen de le faire.

La discussion de ces caractéristiques de nos lois sociales ne constitue pas une critique des législateurs ou des administrateurs. Règle générale, les uns et les autres rem-

plissent bien leur rôle, mais il reste que les lois sont en elles-mêmes impitoyables et inhumaines. Comment les "humaniser" et leur faire répondre ainsi plus adéquatement aux buts pour lesquels elles ont été passées? De la façon suivante et c'est ici que nous allons voir le rôle du casework.

### *Rôle du casework*

Le casework considère non seulement les demandes de secours, mais aussi *ceux qui les font* avec leurs problèmes et leurs besoins *particuliers*. Discuter des ressources ne suffit point, il faut apporter une solution aux problèmes souvent complexes qui ont motivé une demande de secours sous l'empire de quelque loi que ce soit. D'où enquête approfondie pour remonter aux causes de la demande, nécessité de retracer l'histoire d'une famille pour apprécier tous les facteurs en jeu. Ainsi, des parents qui n'auraient besoin que d'une assistance pécuniaire vont demander à l'Etat de placer leurs enfants ou encore des conseils avisés pour mieux s'entendre entre eux. Une fois établis besoins et ressources, le casework peut apporter les solutions avec ou sans l'aide des oeuvres privées: services familiaux, oeuvres de loisirs, écoles spéciales, etc. Si le besoin est réellement d'ordre pécuniaire, le casework peut suppléer aux ressources du client à l'aide d'un budget type adapté aux conditions de vie d'une région. Non seulement cette aide doit-elle suppléer aux ressources, mais aussi viser vraiment à améliorer la condition de l'individu et de la famille et même à la réhabili-

ter. C'est ainsi qu'avec la pratique du casework on réussira à donner aux lois sociales un visage humain.

Voilà donc passée en revue la contribution du casework à la solution de trois importants problèmes sociaux actuels: problème de la désagrégation de la famille; problème de l'enfance qui n'a plus de foyer; problème du peu d'efficacité des lois sociales. Le rôle du casework se limiterait-il là? Nous en avons assez dit pour distinguer quel peut être son apport dans la

solution d'autres problèmes comme celui de la productivité des travailleurs, celui de la délinquance et même de la criminalité, celui de la santé publique. La technique du casework devrait être à l'honneur dans un pays de régime démocratique comme le nôtre dont toute la philosophie est basée sur le respect de la personne humaine et tend au bien-être de l'individu. Nous aurions alors dépassé la démocratie politique pour nous acheminer vers une démocratie sociale.

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### GROUP WORK INSTITUTE

**A** GROUP WORK INSTITUTE will be held at the University of British Columbia from August 14th to 25th. The lecturer and discussion leader will be Mr. Bernard Ross, a graduate of the School of Applied Social Sciences, University of Pittsburgh. Mr. Ross is Project Services Adviser to the Housing Authority of Portland, Oregon, and has specialized in group work at settlement houses, community centres and summer camps.

The Institute is designed to provide a short period of professional training for people who can qualify for positions in group work agencies and in community centres. The course will provide partially trained workers to meet the present emergency and will also serve as a first step in academic preparation for those who are planning to enter group work as a profession.

Applications with registration fee of \$5.00 should be mailed to Department of University Extension, University of British Columbia, Vancouver, B.C.

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### PENSIONS FOR THE AGED AND BLIND

**H**ON. J. L. ILSLEY (Minister of Finance): As a result of negotiations with the Provinces extending over several months, agreement has been reached on a number of changes. . . . The effective date of their coming into force will be April 1, 1944, or such later date in the case of any Province as may be desired by that Province. . . . The most important change increases the amount of allowable outside income which a pensioner may have. . . . With the consent of the Provinces, we are now providing for an increase in the maximum income which a pensioner may receive from \$365 to \$425 a year. In other words, the pensioner will be allowed other income of \$125 a year instead of \$65 a year, without a reduction in the amount of his pension. The maximum income allowed blind pensioners will also be increased by the amount of \$60 a year.

—Hansard, Monday, May 29, 1944.

## Canadian Welfare Council's Twenty-fourth Annual Meeting

FOR A third time, the annual meeting returned to the friendly city of Winnipeg. Twice before, in 1923 and again in 1932, the members and friends of the Council gathered in Winnipeg. This time, it was in a moment of history, tremendous and breathtaking in import for the future.

Great as has been our progress since Dunkirk, faraway battlefields are not the only ones on which to measure the progress of the years. Here at home, the organized forces of social betterment have been through a struggle too, a struggle to maintain the social fabric of our family and community life in the face of the disrupting strains which war has brought, a struggle to lay the groundwork for a better social organization of those forces and resources upon which the peacetime security, wellbeing and livelihood of our fighting men and their families will depend. This is a struggle in which the thrill of final or conclusive victory is never known. Success or failure can be measured only in terms of advance toward those ever-receding, ever-changing goals of social betterment which man has set for the community in which he lives.

ANNUAL REPORT The past year, on which Dr. George F. Davidson, Executive Director of the Council, reported, has given convincing, encouraging evidence of progress in the achievement of Canada's social objectives. Open-

ing on the dominant note of widespread interest in the Beveridge and Marsh Reports, attention was centred on the need for comprehensive federal plans for social security, on the need for thinking through the most effective methods for developing social services in terms of *the nation as a whole* rather than its sectional interests. The Marsh Report completed in a sense the job which the National Employment Commission Report of 1936, the Rowell-Sirois Commission Reports of 1937 to 1939, and the passage of the Unemployment Insurance Act of 1940 had effectively begun. Other Canadian studies such as those of Dr. Harry Cassidy and Dr. Charlotte Whitton underscored the importance of this emerging conviction that Canada must work to a *national* pattern in developing its future social welfare measures.

This interest has not meant simply a shifting of the spotlight from the provincial to the federal level of government. It has resulted in heightened activity on *both* levels. Provincial authorities, under the stimulus of discussion centering around these national social security proposals, have within the past year applied themselves more intensively than ever before in any single year to the study and appraisal of their own provincial welfare services in order that they might be in a better position to appraise the implica-

tions of these large-scale national proposals and the effect they are likely to have, if implemented, on existing provincial welfare structures.

Space does not permit a full review of Dr. Davidson's Report, *Looking Ahead*, obtainable upon request to the Council office. In addition to a province-by-province description of public welfare developments, other subjects covered are Special Wartime Problems, and the work of the several Divisions of the Canadian Welfare Council.

**EVENING MEETING** Guest speaker at the evening meeting held jointly with the Canadian Conference on Social Work, was Dr. Eduard Lindeman, Professor of Social Philosophy, New York School of Social Work. Dr. Lindeman's subject was "Human

Nature in Peace and War", text of which appears in this issue.

**ELECTIONS** Mr. Philip S. Fisher, Montreal, was re-elected for a fourth term as President. Newly elected to the Board of Governors was Mr. Paul Beique, Montreal.

New members of the Regional Advisory Committees and Technical Services are Dr. A. E. Grauer, Miss Marjorie Bradford, and Mr. J. H. Creighton, Vancouver; Rev. Andre-M. Guillemette, Montreal; Mrs. G. V. Ferguson and Mr. A. V. Pigott, Winnipeg; Mrs. Douglas Blair, Ottawa; Mr. J. J. Vaughan, Mr. R. C. C. Henson, Mr. Lester M. Keachie, K.C., and Mr. W. M. Anderson, Toronto; Mr. Robert H. Reid, London; Mr. J. G. Dunlop, Mr. A. J. Haliburton and Mrs. J. G. Farquhar, Halifax.

## Council Divisions Meet

**T**HREE of the technical service divisions of the Canadian Welfare Council held sessions in Winnipeg during the Canadian Conference.

The Family Welfare Division, at a luncheon meeting which extended through most of the afternoon, discussed the future function of the Division, with special regard to the relationship of the Canadian agencies with the Family Welfare Association of America. It was noted that during the early years of the life of the larger family agencies, considerable help was received from the American national organization, and warm apprecia-

tion of this help was expressed by the representatives of the five agencies present who were members of the F.W.A.A.

It was recognized by them, however, that with the growth of family work in this country, a closer tie-up in the Canadian field is desirable. The family agencies in the smaller centres, many of whom owe their origin and development to the organizing services of the Canadian Welfare Council during the past twenty years, have very naturally come to depend upon the guidance and leadership of the Council rather than upon the F.W.A.A. Very definite opinions



were expressed by the representatives of these agencies to the effect that they have had much assistance from the Council and wished, and needed, an increasing amount of leadership from this source.

A proposal was laid before the meeting which outlined in rough an arrangement whereby a type of group membership might be taken out by the Canadian Welfare Council in the F.W.A.A. which would provide for the family agencies who are members of the Council certain privileges of membership in the American organization, without the requirements and responsibilities heretofore expected by the F.W.A.A.

The Council would, if such a plan were effected, set a scale of fees for the Canadian agencies which would provide for the Council's membership fee in the F.W.A.A., and in part for the additional expense that would be involved in setting up staff at the Council which would provide for more adequate service to the Canadian family agencies than has been possible in the past.

It was decided that further negotiations would be entered into by the Council with the F.W.A.A., and with the Canadian agencies, toward the implementing of this plan.

The meeting was chaired by the President of the Council, Mr. Philip S. Fisher, and representatives of the twenty-three family agencies were present, as well as Miss Dorothy King, the Chairman of the Family Welfare Division. Mr. Earl N. Parker, Assistant

General Director of the F.W.A.A., was a guest at the meeting and his participation in the discussion, and his representation of the views of the F.W.A.A., added materially to the development of plans.

The Community Chests Division met in what was described as "a workshop session". In the absence of the Chairman of that Division, Mr. Irving Rexford, the meeting was presided over by Mr. W. A. Kennedy, President of the Community Chest of Greater Winnipeg. In an informal, round-table discussion, the plans already in process of development for the national publicity program in connection with the fall campaigns were dealt with, and further extension of joint planning was discussed and developed. Eight of the Canadian Community Chests had representatives at this meeting, as well as a number of other organizations interested in community fund raising.

The Community Organization Division of the Council developed a program as part of the regular Conference set-up, and under the Chairmanship of Mr. A. V. Pigott, Chairman of the Winnipeg Council of Social Agencies, papers were presented by Miss Marjorie Bradford of Vancouver, Miss Muriel Tucker, Toronto, and Miss Gwyneth Howell, Montreal. In these three discussions on community organization, the predominant theme was the importance of integration of other forces in the community, such as the Church, labour, voluntary societies, and

others interested in improving community standards. Through a description of projects undertaken and completed by the Councils represented, emphasis was laid on the function of the Councils of Social Agencies, or Welfare Councils, in fact-finding and mobilizing public opinion, in improved ser-

vices, and recognition of unmet needs.

The three presentations were analyzed and commented on by Miss Joy Maines of Ottawa who laid emphasis on the limitations of the functions of Councils of Social Agencies, particularly in the smaller communities. N.L.

## Biennial Meeting of the Canadian Association of Social Workers

AT THE biennial meeting of the Canadian Association of Social Workers, held on May 17, 1944, in Winnipeg, during the Canadian Conference on Social Work, some 150 of the C.A.S.W.'s 765 members were present. The Atlantic and Pacific coasts were well represented, in addition to goodly contingents from the more central provinces.

Reports of the Association's activities during the past two years stressed the sending of eleven social workers to England through the Canadian Children's Service and the co-operation given by the C.A.S.W. in securing social workers for the R.C.A.M.C. and for the C.W.A.C. Reference was made to the acute shortage in Canada of qualified social workers, which had led to the calling of a conference on the manpower situation in social work in Ottawa in December, 1943, under the joint auspices of the Canadian Welfare Council and the Canadian Association of Social Workers. The Continuing Committee appointed from this conference

ELISABETH WALLACE,  
*Executive Secretary*

presented a memorandum on the seriousness of the current shortage of social workers to the Department of Pensions and National Health and to Selective Service. In this, stress was laid on the need for scholarships for students at schools of social work, and financial assistance was asked from Selective Service in setting up short term courses and institutes for untrained workers on agency staffs. The latter point has to date received more favourable consideration than the former. A conviction of the necessity of securing adequate salary standards if competent people are to continue to enter the profession, was voiced in the Executive Secretary's report.

Miss Florence Christie, chairman of the national board of the C.A.S.W. since the departure of its president, Mr. Martin M. Cohn in December, 1943, to Cleveland, to accept a position with the Council of Jewish Federations and Welfare Funds, stressed the importance of

the three briefs on social security presented by the C.A.S.W. during the past year. In discussing the Marsh Report, Miss Christie commented that it presents "a compelling challenge to us both as social workers and as citizens. . . . If our ideals mean anything, we must be prepared to welcome it and to lend it our support and co-operation".

Reports of all national committees and the Association's financial statement were presented in summary form by Miss Frieda Held. Short papers were presented by Miss Alice L. Taylor of the Montreal School of Social Work on "Social Security for the Social Worker" with special reference to schemes for registration, by Miss Marjorie Bradford of the Vancouver Council of Social Agencies on the "Public Relations of the Professional Association", in which particular stress was laid on an active partnership between social work and labour, and by Miss

Margaret Dick of the Family Welfare Association of Saskatoon on "Ways of Strengthening the C.A.S.W. as a National Association". The fact that it has been possible, during the past two years, for the president and executive secretary to visit most of the branches and many of the non-branch members, has been of great value in helping to make the Association more genuinely representative of professional social work opinion in all sections of Canada.

Announcement of the results of the biennial election for the national board of the C.A.S.W. revealed that Miss Joy A. Maines, Executive Secretary of the Ottawa Community Chests and Council of Social Agencies, has been chosen National President of the Association for the next two years. The national office is to be moved about the beginning of July to Ottawa, where the C.A.S.W. will occupy premises at Room 504, 18 Rideau Street.

### CALLING SOCIAL WORKERS TO BEAUTIFUL CAMP MACDONALD

**C**AMP MACDONALD, a School of Community Programs, on the shore of Lake Memphremagog, invites social workers to a two-week experience in group participation, and to an opportunity for marshalling and utilizing community resources for solving individual problems, a vital part of social group work.

The Camp will be a two-week's program, dealing with Group Work Methods, August 19 to August 26, and Community Organization Methods, August 26 to September 4, under such competent staff members as Wilbur C. Hallenbeck, Ph.D., Administrator of Adult Education, Teachers College, Columbia University, Lois Fahs Timmins, Ph.D., Recreation Specialist, Joyce Plumptre Tyrrell, B.A., McGill School of Physical Education, Fern Long, Ph.D., Library Specialist, Cleveland Public Libraries, together with consultants from the National Film Board, the Canadian Broadcasting Corporation, the Faculty of Social Science, Laval University, Macdonald College Adult Education Service, McGill University.

For further information regarding rates, etc., write the Director, Camp Macdonald College P.O., Quebec Canada.

## Book Reviews

**THE PROBLEM OF UNEMPLOYMENT.** Foreword by Gilbert Jackson.

The Lever Brothers' plan is one of a number of proposals offered by industry, labour, and economists in an effort to devise an economic policy which will ensure full employment. The present plan follows the trend of recent economic thought in assessing mass unemployment as a product of irregular productive activity. Its elimination can thus be achieved only by continuous use of productive capacity, which in turn depends upon the regular extension of industrial capital equipment. In order to promote this continuity of national income, the plan advocates extensive government measures to guide and control (albeit indirectly) monetary policy, and as a corollary, large-scale public works to extend the volume of investment when private investment flags.

For the same reason a reversal of customary taxation procedure is suggested. In periods of depression, spending should be encouraged by means of a low tax rate; in periods of prosperity, the rate should be sufficiently high to tighten the reins on spending and so avoid a fatal boom period. Additional control of the trade cycle is provided by a similar regulation of interest rates, but above all by the two-budget system. The latter is likely to be so important a subject in the future that the pamphlet is worth reading on this account alone. The "ordinary" budget is the familiar

one, meeting yearly expenditure out of current revenue; the "extraordinary" or long-term budget is reserved for all "normal capital expenditure and all such emergency measures as should be taken in times of depression to fight unemployment and stimulate trade". This system has already been functioning in Sweden for several years.

The Lever plan assumes extensive planning on the part of private industries to stabilize their own capital construction activity, but it provides for no direct government co-ordination, nor for regulation to prevent the abuse of monopoly power and attempts to profit from the creation of a scarcity market. Although in these respects it falls short of other plans outlined by representative Britishers, nevertheless, in the field of fiscal policy it is a significant contribution towards anti-depression proposals, and all the more valuable because it is put forward by an important industry.

FLORA E. HURST.

*The Problem of Unemployment.* Foreword by Gilbert Jackson. Oxford University Press, Toronto. 1943. 63 pp. Price 25c.

### JOINT STATEMENT ON SOCIAL SECURITY.

The social security program for the United States recommended in this 48-page booklet has been approved by all except two of the fifty-nine members of the National Planning Association's Agriculture, Business and Labour Committees on national policy. Dr. Eveline M.

Burns is Consultant on Social Security for the Association.

The pamphlet is written in simple language, easily understood by the layman and gives a clear picture of highly technical problems involved in a national social security program. Recommendations deal with Income Maintenance, Employment and Health, and, unlike most social security proposals presents estimates of costs.

The concluding chapter, "Now is the Time to Act", reiterates the statement of other experts that in the transition period between war and peace, some unemployment is unavoidable, and lacking advance provision for payment to workers according to the orderly processes of social insurance, the United States will "only repeat the errors of the nineteen thirties. . . . We

have placed assurance of freedom from want among our war objectives. In the eyes of other nations the acid test of our sincerity of purpose will be the extent to which we practice at home what we preach abroad. Finally, America is so important an element in the world economy that an economic collapse here would have world-wide repercussions. We have an international responsibility to take every precaution against such an eventuality".

As the United States is our nearest neighbour, Canadians are vitally affected by economic conditions there. It follows that this *Statement* can be studied with interest.

E.G.

*Joint Statement on Social Security by Agriculture, Business and Labor.* 48 pp. Published by National Planning Association, 800 Twenty-first Street, N.W., Washington 6, D.C. Price 25c.

## Added to the Council Library

A catalogue of the books which may be borrowed from the Canadian Welfare Council library is now available upon request. Service is free except for postage to and from Ottawa.

### BOOKS

*Institutions Serving Children.*

Howard W. Hopkirk.

*A Book of Jewish Thoughts.*

New and Revised Edition.  
Selected and arranged by The  
Chief Rabbi (Dr. J. H. Hertz).

*Social Skills in Case Work.*

Josephine Strode and Pauline R.  
Strode.

*Gray and Scarlet*, edited by Ada  
Harrison.

Letters from war areas by British  
Army Nursing Sisters on Active  
Service.

### PAMPHLETS

*Spare Time. A War Asset for War  
Workers.*

Federal Security Agency, U.S.A.

*Group Work and the Social Scene  
Today.*

American Association for the  
Study of Group Work.

*Our Concern—Every Child.*

Emma O. Lundberg.

*Some Problems of Administration  
in Social Work.*

Martin Cohn and Elisabeth  
Wallace.







